

ESTABLISHMENT OF 2,500 BOYS AND GIRLS CLUBS BEFORE 2000

OCTOBER 31, 1997.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. HYDE, from the Committee on the Judiciary,
submitted the following

R E P O R T

[To accompany H.R. 1753]

[Including cost estimate of the Congressional Budget Office]

The Committee on the Judiciary, to whom was referred the bill (H.R. 1753) to provide for the establishment of not less than 2,500 Boys and Girls Clubs of America facilities by the year 2000, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

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The amendment is as follows:
Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. 2,500 BOYS AND GIRLS CLUBS BEFORE 2000.

(a) **IN GENERAL.**—Section 401(a) of the Economic Espionage Act of 1996 (42 U.S.C. 13751 note) is amended by striking paragraph (2) and inserting the following:

“(2) **PURPOSE.**—The purpose of this section is to provide adequate resources in the form of seed money for the Boys and Girls Clubs of America to establish 1,000 additional local clubs where needed, with particular emphasis placed on establishing clubs in public housing projects and distressed areas, and to ensure that there are a total of not less than 2,500 Boys and Girls Clubs of America facilities in operation not later than December 31, 1999.”

(b) **ACCELERATED GRANTS.**—Section 401 of the Economic Espionage Act of 1996 (42 U.S.C. 13751 note) is amended—

(1) in subsection (b)(2), by striking “or rural” and all that follows through the end and inserting the following: “rural area, or Indian reservation with a population of high risk youth as defined in section 517 of the Public Health Service Act (42 U.S.C. 290bb–23) of sufficient size to warrant the establishment of a Boys and Girls Club.”; and

(2) by striking subsection (c) and inserting the following:

“(c) **ESTABLISHMENT.**—

“(1) **IN GENERAL.**—For each of the fiscal years 1997, 1998, 1999, 2000, and 2001, the Director of the Bureau of Justice Assistance of the Department of Justice shall make a grant to the Boys and Girls Clubs of America for the purpose of establishing and extending Boys and Girls Clubs facilities where needed, with particular emphasis placed on establishing clubs in and extending services to public housing projects and distressed areas.

“(2) **APPLICATIONS.**—The Attorney General shall accept an application for a grant under this subsection if submitted by the Boys and Girls Clubs of America, and approve or deny the grant not later than 90 days after the date on which the application is submitted, if the application—

“(A) includes a long-term strategy to establish 1,000 additional Boys and Girls Clubs and detailed summary of those areas in which new facilities will be established, or in which existing facilities will be expanded to serve additional youths, during the next fiscal year;

“(B) includes a plan to ensure that there are a total of not less than 2,500 Boys and Girls Clubs of America facilities in operation before January 1, 2000;

“(C) certifies that there will be appropriate coordination with those communities where clubs will be located; and

“(D) explains the manner in which new facilities will operate without additional, direct Federal financial assistance to the Boys and Girls Clubs once assistance under this subsection is discontinued.”

(c) **ROLE MODEL GRANTS.**—Section 401 of the Economic Espionage Act of 1996 (42 U.S.C. 13751 note) is amended by adding at the end the following:

“(f) **ROLE MODEL GRANTS.**—Of amounts made available under subsection (e) for any fiscal year—

“(1) not more than 5 percent may be used to provide a grant to the Boys and Girls Clubs of America for administrative, travel, and other costs associated with a national role-model speaking tour program; and

“(2) no amount may be used to compensate speakers other than to reimburse speakers for reasonable travel and accommodation costs associated with the program described in paragraph (1).”

PURPOSE AND SUMMARY

H.R. 1753 would amend a provision enacted as part of the “Economic Espionage Act of 1996” (P.L. 104–294), which authorized \$100 million in federal seed money over five years to establish an additional 1,000 Boys and Girls Clubs in public housing and distressed areas throughout the country. As of 1996, there were 1,800 Boys and Girls Clubs facilities in the United States. H.R. 1753 would make several administrative changes to current law, streamlining the application process for the clubs and ensuring that at least 2,500 facilities are established by the year 2000.

H.R. 1753 directs the Attorney General to accept and approve applications for such grants submitted by BGCA if the application: (1)

includes a long-term strategy to establish 1,000 additional clubs and a detailed summary of those areas in which new facilities will be established or existing facilities expanded to serve additional youths during the next fiscal year; (2) includes a plan to insure that there are a total of not less than 2,500 BGCA facilities in operation before January 1, 2000; (3) certifies that there will be appropriate coordination with those communities where clubs will be located; and (4) explains the manner in which new facilities will operate without additional, direct federal financial assistance. The bill also earmarks specified funds to provide a grant to BGCA for administrative, travel, and other costs associated with a national role-model speaking tour program.

BACKGROUND AND NEED FOR THE LEGISLATION

H.R. 1753 would amend a provision enacted as part of the "Economic Espionage Act of 1996" (P.L. 104-294) which authorized \$100 million in federal seed money over five years to establish an additional 1,000 Boys and Girls Clubs in public housing and distressed areas throughout the country. H.R. 1753 would make several administrative changes to current law, streamlining the application process for the clubs, and permitting a small amount of the funds to be used to establish a role model speakers' program to encourage and motivate young people nationwide.

The primary purpose of this program is to ensure that at least 2,500 Boys and Girls Clubs facilities are established by the year 2000. Because this goal is expected to be realized through the existing authorization from the "Economic Espionage Act 1996," H.R. 1753 does not require new federal spending.

Officially founded in 1906, Boys and Girls Clubs of America (BGCA) has grown from 53 local clubs to more than 1,800 active club facilities in metropolitan and rural areas, as well as Indian reservations, in all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands. In Fiscal Year 1995, through funding provided by the Department of Justice, the Department of Housing and Urban Development, and other public and private sources, the BGCA recorded serving a record 2.2 million youths in 1,672 clubs, 270 of which were in public housing. In FY1996, the Department of Justice provided almost \$15 million to BGCA to serve an additional 195,820 youths to bring the total number of Boys and Girls Clubs facilities in the United States to 1,850.

Congress has been supportive of Boys and Girls Clubs of America for a number of years because it has shown itself to be an impressive private-sector program that makes a difference in the lives of young people. Boys and Girls Clubs have a tremendous reputation for establishing effective community programs that assist youth to develop into hard-working, caring, and law-abiding citizens. With regard to the effectiveness of Boys and Girls Clubs, a three-year study by Columbia University evaluated the effectiveness of the BGCA's efforts begun in 1987 to establish clubs in public housing communities. The study found that Boys and Girls Clubs in public housing reduced juvenile crime by 13 percent, decreased overall drug activity by 22 percent, and reduced the presence of crack cocaine by 25 percent. The study also found that clubs improved the quality of life for the children and families who reside in public

housing. Evaluations of have shown that the members of Boys and Girls Clubs also do better in school and are less attracted to gangs.

H.R. 1753 builds on Congress' continued efforts to ensure that, with federal seed money, the Boys and Girls Clubs of America is able to expand to serve an additional 1 million young people through at least 2,500 clubs by the year 2000. The goal of this program is to provide seed money for the construction and expansion—actual bricks and mortar—of Boys and Girls Clubs across the country. Once the clubs are open, they will operate without significant federal funds. The reason Boys and Girls Clubs have been successful and the reason Congress has wanted to do more for them is because they are locally run and dependent primarily on community involvement for their success. In an era where billions are being spent on bloated, never-ending, federally run programs, support of the Boys and Girls Clubs in this short-term yet significant way, serves as a model for the proper role of the Federal Government in crime prevention.

HEARINGS

No hearings were held on H.R. 1753.

COMMITTEE CONSIDERATION

On October 9, 1997, the Subcommittee on Crime met in open session and ordered reported the bill H.R. 1753 by voice vote, a quorum being present. On October 29, 1997, the Committee met in open session and ordered reported favorably the bill H.R. 1753 with amendment by voice vote, a quorum being present.

VOTE OF THE COMMITTEE

There were no recorded votes on H.R. 1753.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT FINDINGS

No findings or recommendations of the Committee on Government Reform and Oversight were received as referred to in clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 2(1)(3)(B) of House Rule XI is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditures.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(3)(C) of rule XI of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill, H.R. 1753, the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, October 31, 1997.

Hon. HENRY J. HYDE,
Chairman, Committee on the Judiciary,
Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1753, a bill to provide for the establishment of not less than 2,500 Boys and Girls Clubs of America facilities by the year 2000.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Mark Grabowicz.

Sincerely,

JAMES L. BLUM
(For June E. O'Neill, Director).

Enclosure.

H.R. 1753—A bill to provide for the establishment of not less than 2,500 Boys and Girls Clubs of America facilities by the year 2000

Public Law 104-294 authorized appropriations of \$20 million for each of fiscal years 1997 through 2001 to establish an additional 1,000 Boys and Girls Clubs facilities by the year 2001. There were about 1,800 facilities in 1996. H.R. 1753 would make several administrative changes to current law to try to ensure that at least 2,500 facilities are operating by the year 2000.

Funding to date is consistent with the authorizations in law. The authorized amount of \$20 million was appropriated for 1997, and that amount is expected to result in an additional 200 clubs. For fiscal year 1998, the authorized amount of \$20 million has been approved by both the House and the Senate, but has not yet been enacted into law.

H.R. 1753 would not affect the authorization levels or the outlays for the Boys and Girls Clubs program. Therefore, CBO estimates that enacting this legislation would have no impact on the federal budget. Because the bill would not affect direct spending or receipts, pay-as-you-go procedures would not apply. H.R. 1753 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act of 1995 and would impose no costs on state, local, or tribal governments.

The CBO staff contact for this estimate is Mark Grabowicz. This estimate was approved by Robert A. Sunshine, Deputy Assistant Director for Budget Analysis.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to Rule XI, clause 2(1)(4) of the Rules of the House of Representatives, the Committee finds the authority for this legislation in Article I, section 8 of the Constitution.

SECTION-BY-SECTION ANALYSIS

Sec. 1. 2,500 Boys and Girls Clubs before 2000. Section 1 would amend section 401 of Title IV of the “Economic Espionage Act of 1996” (P.L. 104–294), which authorizes \$100 million in federal seed money over five years to establish an additional 1,000 Boys and Girls Clubs in public housing and distressed areas throughout the country. Section 1(a) amends section 401(a)(2) of the “Economic Espionage Act of 1996” to clarify that the purpose of the program is to provide adequate resources in the form of seed money for the Boys and Girls Clubs of America for 1,000 additional local clubs where needed, with particular emphasis placed on establishing clubs in public housing projects and distressed areas. This provision would expand the availability of funds for Boys and Girls Clubs in areas other than public housing projects and distressed areas to allow Boys and Girls Clubs “where needed.” Particular emphasis shall continue to be given to public housing projects, where Boys and Girls Clubs have been shown to have made significant progress in preventing youth crime, and to distressed areas in rural or urban communities. Current law expressly provides for Boys and Girls Clubs in rural areas, but the provision in section 1(a) of H.R. 1753 is intended to make clear that not only can rural areas as well as urban areas qualify as distressed areas, but also that clubs ought to be expanded into rural areas and smaller communities where needed.

Subsection 1(a)(2) also amends section 401(a)(2) of the “Economic Espionage Act of 1996,” to ensure that there are a total of not less than 2,500 Boys and Girls Clubs of America established by the year 2000.

Subsection 1(b) amends the definition of “distressed area” currently defined in section 401(b)(2) of the “Economic Espionage Act of 1996,” as an urban, suburban, or rural area with a high percentage of high risk youth as defined in section 517 of the Public Health Service Act (42 U.S.C. 290bb–23) (which includes youth at risk of drug abuse, physical abuse, dropping out of school, teen pregnancy, juvenile delinquency, and other factors). Subsection 1(b) of H.R. 1753 would amend that definition of distressed area to include any rural or urban area, or Indian reservation with a population of high risk youth of sufficient size to warrant the establishment of a Boys and Girls Club. It is the view of the Committee that the determination to establish a club should be based on the need for a club. Rural communities, for example, may have a population of at-risk youth which would benefit from a Boys and Girls Club, but they may not be able to meet the “high percentage of high risk youth” requirement as required in current law.

Section 1(b) also removes language in current law requiring Boys and Girls Clubs to make contracts with the Department of Housing and Urban Development, in addition to making several administrative changes and streamlining the application process for the clubs.

Subsection (b) directs the Attorney General to accept and approve applications for such grants submitted by BGCA if the application: (1) includes a long-term strategy to establish 1,000 additional clubs and a detailed summary of those areas in which new facilities will be established or existing facilities expanded to serve additional youths during the next fiscal year; (2) includes a plan to insure that there are a total of not less than 2,500 BGCA facilities in operation before January 1, 2000; (3) certifies that there will be appropriate coordination with those communities where clubs will be located; and (4) explains the manner in which new facilities will operate without additional, direct federal financial assistance.

Section 1(c) earmarks specified funds to provide a grant to BGCA for administrative, travel, and other costs associated with a national role-model speaking tour program. Not more than 5 percent of the amount available for Boys and Girls Clubs for any fiscal year may be used for this program. These funds may not be used to compensate speakers other than to reimburse them for reasonable travel and accommodation costs associated with the role-model speaking tour program.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

SECTION 401 OF THE ECONOMIC ESPIONAGE ACT OF 1996

SEC. 401. ESTABLISHING BOYS AND GIRLS CLUBS.

(a) FINDINGS AND PURPOSE.—

(1) * * *

[(2) PURPOSE.—It is the purpose of this section to provide adequate resources in the form of seed money for the Boys and Girls Clubs of America to establish 1,000 additional local Boys and Girls Clubs in public housing projects and other distressed areas by 2001.]

(2) *PURPOSE.—The purpose of this section is to provide adequate resources in the form of seed money for the Boys and Girls Clubs of America to establish 1,000 additional local clubs where needed, with particular emphasis placed on establishing clubs in public housing projects and distressed areas, and to ensure that there are a total of not less than 2,500 Boys and Girls Clubs of America facilities in operation not later than December 31, 1999.*

(b) DEFINITIONS.—For purposes of this section—

(1) * * *

(2) the term “distressed area” means an urban, suburban, [or rural area with a high percentage of high risk youth as defined in section 509A of the Public Health Service Act (42 U.S.C. 290aa–8(f)).] *rural area, or Indian reservation with a population of high risk youth as defined in section 517 of the*

Public Health Service Act (42 U.S.C. 290bb-23) of sufficient size to warrant the establishment of a Boys and Girls Club.

[(c) ESTABLISHMENT.—

[(1) IN GENERAL.—For each of the fiscal years 1997, 1998, 1999, 2000, and 2001, the Director of the Bureau of Justice Assistance of the Department of Justice shall provide a grant to the Boys and Girls Clubs of America for the purpose of establishing Boys and Girls Clubs in public housing projects and other distressed areas.

[(2) CONTRACTING AUTHORITY.—Where appropriate, the Secretary of Housing and Urban Development, in consultation with the Attorney General, shall enter into contracts with the Boys and Girls Clubs of America to establish clubs pursuant to the grants under paragraph (1).]

(c) *ESTABLISHMENT.*—

(1) *IN GENERAL.*—*For each of the fiscal years 1997, 1998, 1999, 2000, and 2001, the Director of the Bureau of Justice Assistance of the Department of Justice shall make a grant to the Boys and Girls Clubs of America for the purpose of establishing and extending Boys and Girls Clubs facilities where needed, with particular emphasis placed on establishing clubs in and extending services to public housing projects and distressed areas.*

(2) *APPLICATIONS.*—*The Attorney General shall accept an application for a grant under this subsection if submitted by the Boys and Girls Clubs of America, and approve or deny the grant not later than 90 days after the date on which the application is submitted, if the application—*

(A) includes a long-term strategy to establish 1,000 additional Boys and Girls Clubs and detailed summary of those areas in which new facilities will be established, or in which existing facilities will be expanded to serve additional youths, during the next fiscal year;

(B) includes a plan to ensure that there are a total of not less than 2,500 Boys and Girls Clubs of America facilities in operation before January 1, 2000;

(C) certifies that there will be appropriate coordination with those communities where clubs will be located; and

(D) explains the manner in which new facilities will operate without additional, direct Federal financial assistance to the Boys and Girls Clubs once assistance under this subsection is discontinued.

* * * * *

(f) *ROLE MODEL GRANTS.*—*Of amounts made available under subsection (e) for any fiscal year—*

(1) not more than 5 percent may be used to provide a grant to the Boys and Girls Clubs of America for administrative, travel, and other costs associated with a national role-model speaking tour program; and

(2) no amount may be used to compensate speakers other than to reimburse speakers for reasonable travel and accommodation costs associated with the program described in paragraph (1).

